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ABSTRACT

Since the passage of House Bills 246 and 72, Texas teachers have expressed frustration with the sudden and dramatic increases in the amount of paperwork required of them, complaining that the extra time required for noninstructional duties cuts into both instructional and personal time, and that the paper work created by this legislation is largely irrelevant to instruction. This study examines the extent to which teachers' frustration with paperwork is creating a burnout problem among Texas teachers. A series of questionnaires were sent to 3,000 randomly selected teachers from the Texas Education Agency's 1985 list of educators. A total of 700 usable questionnaires were returned. These questionnaires provided data about: (1) paperwork, divided into three subscales--frustration, independence, and coping; (2) burnout, divided into two subscales--emotional exhaustion and personal accomplishment; (3) locus of control; (4) pupil control ideology; and (5) demographic data. The attitudes toward paperwork accounted for the largest amount of emotional exhaustion, followed by locus of control. These questionnaire data were supplemented by qualitative data from a telephone survey of 40 randomly selected teachers along with written comments mailed in by hundreds of respondents. All the findings pointed to the same conclusion: teachers are experiencing considerable burnout due primarily to the burden of paperwork, which contributes in turn to their sense of helplessness--the other major source of burnout. The report concludes with a set of recommendations by which the Texas Education Agency can reduce paperwork in schools. The latter two sections of the document comprise an extensive review of literature related to paperwork and burnout and a detailed account of the methods and procedure used in collecting and analyzing the data. A bibliography is appended, along with statistical data. (TE)

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Center for Policy Studies and Research
in Elementary and Secondary Education

Frank W. Lutz, Center Director

ED289222

PAPERWORK: TEXAS TEACHERS' VIEWS

by

Frank W. Lutz

and

James S. Maddirala

U.S. DEPARTMENT OF EDUCATION
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Monograph No. 2

EAST TEXAS STATE UNIVERSITY

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PAPERWORK: TEXAS TEACHERS' VIEWS

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Frank W. Lutz

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James S. Maddirala

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Our heartfelt gratitude goes to the hundreds of teachers who, already burdened with a difficult paperwork load, took the time to complete the additional paperwork task of filling out the survey which supplied data for this study. If we were to dedicate this monograph, it would be to the tens of thousands of unheralded Texas teachers who work untold hours every week, not only in school, but after school and weekends as well, to make our children not only smarter, but better human beings.

In addition, we wish to thank Professor Charles P. Elliott, Associate Professor Theresa M. Bey, Dr. Brenda Bell, and Deans Keith C. McFarland and James L. Williamson who read drafts of the monograph and made helpful suggestions and the members of the Center for Policy Studies and Research staff who assisted in the production of this monograph. Particular thanks are due to Naomi M. Marsters, Center secretary, Linda Merrell, L. C. Stout, and Paul Kern, graduate students at East Texas State University, for their assistance in completing this study.

PAPERWORK*: TEXAS TEACHERS' VIEWS

*For the purpose of this study, paperwork is defined as any report, form, or paper and pencil activitity that teachers are required to do, regardless of origin. These reports may be kept by the teacher, returned to pupils of parents, or collected by a local or state agency. The specifics of that paperwork vary from district to district and from administrator to administrator within a given district. Samples of listings of reporting requirements that were added as a result of the reform legislation are included in Appendix F.

PAPERWORK: TEXAS TEACHERS' VIEWS

Since the passage of House Bills 246 and 72, Texas teachers have been vocal about their frustrations with sudden, and in some school districts, dramatic increases in the amount of paperwork required of them. Their concerns have focused on two issues. First, the extra time required for non-instructional duties has impinged on instructional time, and it has reduced the opportunity for personal renewal with their families and in their communities. Many teachers report that their paperwork loads are so heavy that they must sacrifice actual teaching time in order to complete required paperwork. As a result, many Texas teachers feel that excessive paperwork interferes with their ability to deliver quality education to Texas children. The second issue has to do with teachers' perceptions that the paperwork was directly or indirectly created by House Bills 246 and 72 and is largely irrelevant to instruction.

Recently the passage of amended rules by the State Board of Education (19 TAC Chapter 75) removed the requirement that a student must pass 70% of the essential elements in order to receive a passing grade. This is being interpreted as meaning that teachers and school districts will no longer be required to document, in any arduous fashion, that students have mastered the essential elements.

A memo from William N. Kirby, Commissioner of the Texas Education Agency, dated June 27, 1986 concerning "Paperwork

Reduction/Documenting Mastery," illustrates two things: (1) a sincere effort is being made by the Texas Education Agency (TEA) officials to reduce teachers' required paperwork, and (2) there remains considerable ambiguity regarding what will be sufficient to convince TEA accreditation teams that the law is being met. Given this new directive, a school district is on the horns of a dilemma--either it risks being cited for not reducing paperwork (TEC 21.753[b][10]), or it risks being cited for not being able to demonstrate convincingly that the essential elements were taught and learned.

In a further effort to reduce paperwork, the second special session of the 1986 legislature passed H.B. 50. This act requires school districts to report on nine topics and limits the report in each area "to not more than one page in length per topic." The act further requires that school districts limit the "number and length of written reports that classroom teachers are required to prepare." The act limits these to seven types of reports, number 6 of which is "any other report or paperwork, specifically required by law or State Board of Education rule, to be prepared by teachers." Presumably that would have to do with information required in the original nine categories.

One can only imagine the amount of paper that will be required of the 210,000 teachers on the 5,723 school campuses in Texas, to be placed in files between the classrooms and TEA files, in order to produce the 51,507 pages required as a "minimum" by H.B. 50. While the TEA

Paperwork Committee did a yeoman-like job, while TEA has acted in good faith, and while the legislature has responded to the cry for help, teachers still feel buried in paperwork.

Teaching as a profession inherently has some frustration and stress. Perhaps it is impossible to prevent all teacher burnout. Paperwork is unlikely to disappear, and it puts an added burden on teachers who are already coping with a number of stresses related to student discipline problems, low pay, lack of respect from the general public, and pupils who are not eager to learn.

Although the purpose of this monograph was not to test hypotheses but rather to evaluate and develop policy, the literature reviewed below (pp.25 to 43) suggested several variables as being related to paperwork. The factor most important to policy is teacher burnout. A second factor is the teacher's own sense of the source of control in his/her life, either within self (internal), in the hands of others, or of chance (external). This factor is called "Locus of Control" (Rotter, 1966). A third factor that strongly suggested itself was the teacher's notion of what is important in the classroom--either maintenance and order goals or client or pupil-centered goals. This factor is called "Pupil Control Ideology." Other factors, largely demographic in nature, suggested themselves such as age, experience, grade level, and intensity of religious belief.

Analysis of First Questionnaire Data

Data were supplied by 700 respondent educators to our first questionnaire. Appropriate multivarient statistical models, described in Appendix A (p. 62), were used to discover which, if any, of these variables might account for the teacher discouragement and frustration called "burnout." After the study was begun, the Texas Education Agency made considerable effort to amend the paperwork load imposed upon teachers. Some suggested then that the problem was taken care of and the project should be abandoned. However, it seemed, based on bureaucratic theory, that the creation of additional rules might not decrease the teachers' perception of their paperwork load and their attendant frustration. The project was therefore continued.

Questionnaires were sent to 3,000 educators randomly selected from TEA's 1985 list of educators. (The 1986 list was not available when the questionnaires were mailed.) Seven hundredusable questionnaires were returned. These questionnaires provided data about: (1) Paperwork (divided into three sub-scales--Frustration, Independence, and Coping); (2) Burnout (divided into two sub-scales--Emotional Exhaustion and Personal Accomplishment); (3) Locus of Control; (4) Pupil Control Ideology; and (5) Demographic Data.

There is considerable evidence that burnout is a significant and negative phenomenon affecting teachers across the nation and in Texas (see pp. 7, 8). This study examined the extent to which the perception of teachers'

paperwork load is creating a burnout problem among Texas teachers.

In the initial analysis, a total of 51 psychological and demographic variables were allowed to enter in order of their ability to account for teacher burnout. A substantial number (49) of variables did not meet minimal requirements--accounting for at least 5% of the variance in burnout. The Attitudes Toward Paperwork Scale accounted for the largest amount of emotional exhaustion, an element of teacher burnout. The second variable to account for emotional exhaustion was Locus of Control. An accumulated total of 38% of the Emotional Exhaustion factor of the Burnout Scale was accounted for by these two variables. At that point, no meaningful amount of emotional exhaustion could additionally be accounted for by one or all of the other variables. These data appear in Table I, p. 51.

Initially, it was assumed that the things the teachers felt important in the classroom (maintenance and control or consideration for pupils, called Pupil Control Ideology) would have some effect on teacher burnout and their sense of frustration with paperwork. In general, this was not the case. The reason for this is that Pupil Control Ideology and Locus of Control are themselves related, ($r = .32$). Thus, once Locus of Control had accounted for all it could of the Emotional Exhaustion factor of the Burnout Scale, there was little left to be influenced by the teachers' Pupil Control Ideology. These data appear in Table II, p. 52. Interestingly, none of the variables, except Locus of

Control, were significantly related to the Personal Accomplishment factor of Burnout Scale.

Paperwork and Burnout

In a second analysis, all paperwork scales were simultaneously examined to discover how they influenced burnout. Frustration with Paperwork (Factor I of Paperwork Scale) and Ability to Cope with Paperwork (Factor III of Paperwork Scale) accounted for a combined 28% of the Emotional Exhaustion factor of Burnout Scale. This is both statistically and operationally very significant. Factor II of the Paperwork Scale (Independence from Paperwork) had no relationship with the Emotional Exhaustion factor of the Burnout Scale. These data are displayed in Table IV, p. 53.

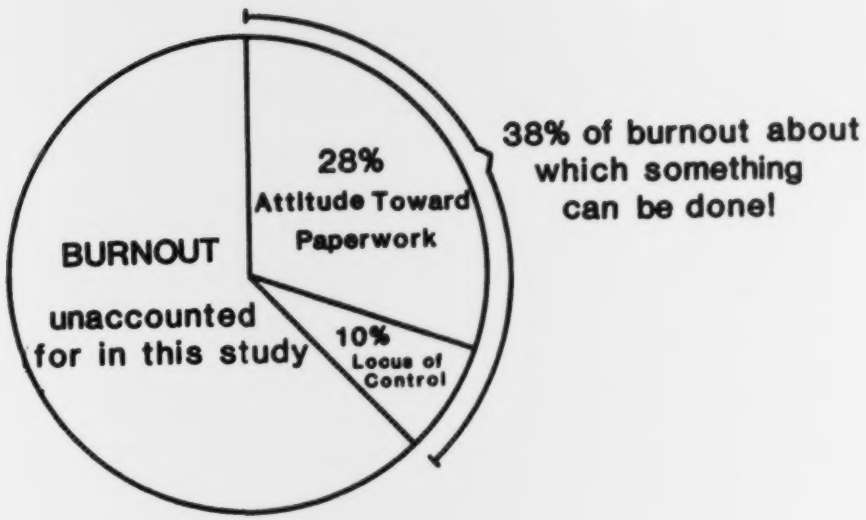
Locus of Control and Burnout

In another analysis, Frustration with Paperwork (Factor I of Paperwork Scale), Independence from Paperwork (Factor II of Paperwork Scale), Ability to Cope with Paperwork (Factor III of Paperwork), Locus of Control, and Personal Accomplishment (Factor II of Burnout Scale) were examined to discover if they could account for Emotional Exhaustion of teachers. Confirming the second analysis, the Frustration with Paperwork factor (Factor I of the Paperwork Scale) accounted for more than one-fourth of the Emotional Exhaustion factor of the Burnout Scale. The second variable to enter the equation was Locus of Control, which accounted for an additional and significant amount of emotional exhaustion or a total accumulated 34% of emotional

exhaustion. No additional variables accounted for operationally significant amounts of the variation in burnout (Figure 1). These data appear in Table IV, p. 53.

Figure 1

TEACHER BURNOUT
(Emotional Exhaustion)



Analysis of Second Questionnaire Data

Earlier mention was made of the fact that TEA made a sincere effort during the summer of 1986 to reduce teacher paperwork. That effort resulted in new legislation aimed at reducing required teacher paperwork. The question remains as to whether a bureaucracy, whose tendency and nature is to create records and verification (paperwork), can effectively reduce that paperwork regardless of intent.

The first questionnaire was mailed early in the fall of

1986. It was speculated that although the new rules and regulations were in effect at that time, perhaps there was a lag in response, and teachers would not yet have been affected by the intended changes. One hundred twenty respondents to the first questionnaire indicated they would be willing to provide additional information or be interviewed. A second questionnaire was sent to these 120 respondents. Sixty of this group responded to that second questionnaire.

This second questionnaire was mailed during the middle of November, 1986. By then it was assumed the changes intended by the legislature and the TEA would be operational. Thus, one could determine at this time if the paperwork load had been reduced in the perception of the teachers. Also, the second questionnaire provided the opportunity to collect some additional and more specific information about the paperwork situation. The following is an analysis of those data.

Teachers did not perceive that their paperwork load had been reduced. To the statement, "Paperwork has been greatly reduced when I compare this year with last year," 91.8% disagreed and only 4.9% agreed. The remaining were undecided. Of that group who disagreed, 52.5% strongly disagreed.

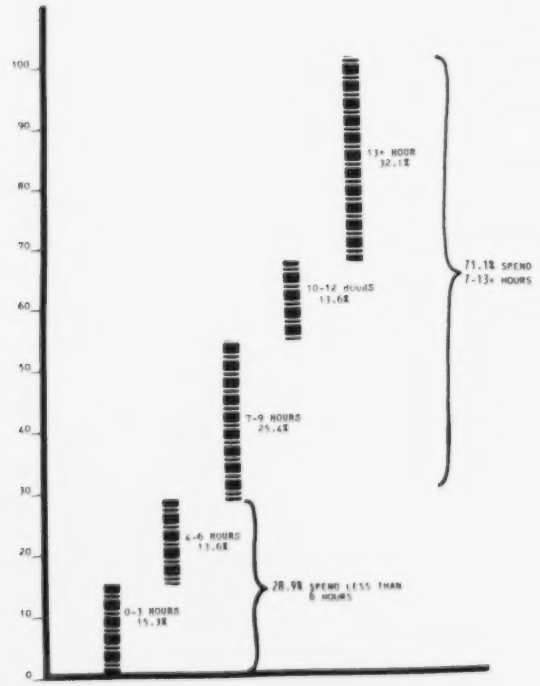
Eighty-three percent felt that documentation of essential elements was "too time consuming." Teachers felt some relief from documentation of essential elements (83%) but felt no major relief from overall paperwork demands

(91.8%). Sixty-one percent of the respondents felt that "paperwork is causing me to spend less time in class with my students." Only 8.3% felt that they had enough time during their conference period to get their non-teaching assignments completed.

Taking the total of all questions in this second questionnaire as a total measure of teacher frustration with paperwork, the total number of hours teachers reported as having to spend on paperwork accounted for 35% of their frustration with paperwork. A statistic of some interest is

Figure 2

NUMBER OF AFTER-SCHOOL HOURS/WEEK REPORTED
AS SPENT ON PAPERWORK



that 32.2% of respondents reported spending more than 12 after-school hours per week and only 15.3% reported spending 3 or less after-school hours per week on paperwork (Figure 2).

When teachers think of the concept "paperwork," however, they tend to think of all the non-teaching duties they are required to perform. These non-instructional tasks include all of the things teachers do that are not directly teaching. Such a list includes, but are not limited to, grading papers, filling out attendance reports, reporting pupil progress, making and filing detailed daily lesson plans, responding to special grade reports and requests for athletes' academic progress, making special assignments and correcting work for pupils assigned to detention, filling out special education forms (IEPs), filling out the "self appraisal" form of the Texas Teacher Appraisal System (TTAS) (END NOTE 1), and various other tasks too numerous and situationally specific to mention here. When responding to the statement, "The 'concept' of paperwork includes all the mandated duties not directly related to teaching of students," (i.e., special duty assignments such as hall and lunchroom duty and ticket taking at athletic events, collecting money for various school purposes), 83.6% of our respondents agreed. Actual paperwork is most prominent, but these other non-teaching duties add to the teachers' frustration.

Finally, 90.2% of the respondents felt that House Bills 246 and 72 had "adversely affected" the professional

autonomy of teachers. As professional autonomy should be an element in Locus of Control, and as Locus of Control was found to significantly affect teacher burnout, this finding appears important. Data from the second questionnaire may be found in Appendix E.

The Telephone Survey

From the group of 120 initial respondents who had indicated that they would be willing to be interviewed, 40 individuals were selected at random. These 40 were interviewed by telephone between December 15 and December 30, 1986. Each interview lasted from 10 to 20 minutes. Continued attempts to reach these selected individuals were made until all 40 had been interviewed. No more than three calls to any one respondent were required.

In the first telephone interview question, the interviewers sought to determine the teacher's feelings about whether or not paperwork had been reduced this year as a result of efforts of the State Board of Education and TEA. Teachers were asked :

> The State Board of Education and TEA have been very concerned about paperwork over the last year. They conducted hearings, established a committee, and amended the rules. They are even requiring school districts to document ways in which teacher paperwork has been reduced. Do you find the paperwork greatly reduced this year?

Invariably respondents replied, with immediate one or two word answers, either "no" or "absolutely not!" When encouraged and asked direct questions, some would admit that

the documentation of essential elements was no longer so arduous. Others noted, however, that on-site TEA inspection teams still would have to be convinced that the elements were taught and, therefore, paperwork documentation had to be done.

Next, the interviewees were asked what one or two things they would do to reduce paperwork. The major and most frequent suggestion was to supply teachers with additional help in the form of teacher aides, para-professionals, volunteer help, or clerical assistance. Even shared or part-time aides, the interviewees said, would make a great deal of difference. Some teachers even felt that such help would be more appreciated by teachers and more important than a raise in pay.

The respondents felt that there were two big losers due to the overburden of paperwork required of teachers. Pupils were the biggest losers. Teachers who spend two to four hours a night marking papers, making detailed lesson plans, checking to see if essential elements were learned, etc., simply had neither the additional time nor energy, on top of an 8-hour day, to plan for individual pupil differences, to counsel with students,or even keep up with the material they were trying to teach. In short, paperwork does not harm teachers only. In the final analysis, it has an adverse affect on the teaching/learning environment and the entire phenomenon in public education at which the Texas education reform is aimed.

The second loser was the individual teacher and his/her

family. As indicated by data from the original questionnaire, teachers are frustrated, emotionally exhausted, burned out, and just plain tired. The data indicate that teachers work on school related duties between 50 and 60 hours per week. During most of the regular teaching day, teachers are constantly and directly supervising large groups of pupils, some of whom might benefit from individual custodial care rather than group instruction in the public school classroom. Such activity is emotionally draining. In the long run, however, the losers are the pupils and the society. Burned-out teachers either leave teaching or remain teachers "entrapped," unhappy, and largely ineffective. These situations and their effects will be discussed later.

In an effort to be as fair as possible, respondents were asked, "What do you think is the most positive result of teacher paperwork?" Unlike the initial question about reduced paperwork, this question did not receive an immediate response. Every respondent hesitated and had to search for any example. Some refused to admit to any positive aspect. Some vaguely referred to the fact that the paperwork was necessary for state funding. Others suggested that lesson plans, while of little use to them, were helpful when a substitute teacher was required or, perhaps, for a beginning teacher. Some respondents reluctantly admitted that some better notion of "where the pupils are" may result from testing and recording essential elements, marking papers, and detailed lesson plans based on these -- "but the

small gain over what could be known without all that paperwork does not justify the amount of time required."

Respondents to the original questionnaire wrote hundreds of pages of anecdotes and comments. These were all read and classified. The following analysis is based on those data and provides, perhaps, the best picture of the feelings of the emotional exhaustion and burnout presently being endured by Texas teachers as a result, in their view, of the reform movement and the paperwork the reform has generated. (END NOTE 2)

Other Qualitative Data

Given that legislators, the TEA and the State Board of Education, and local administrators have tried to reduce paperwork, why are teachers still frustrated and perceiving that, if anything, paperwork has increased? It seems that paperwork problems, while almost a universal complaint among teachers, do not emanate from a single source or appear in the same fashion in all schools or for all teachers. It may be helpful to listen to what some respondents said about how paperwork affected them:

> We must complete daily lesson plans, discipline reports, reports on pupil progress, teaching goals, and instructional objectives. We are accountable for everything. So we run around with papers trying to document and record everything we do.

> Paperwork, including the new emphasis on the Madeline Hunter teaching design, makes spontaneous, fun teaching a thing of the past. One of the wonderful aspects of the young child is spontaneity. A good teacher of this age group should be flexible, open, warm. Paperwork serves to formalize the whole teaching process.

The paperwork problem is mainly a result of confusion between the state, service centers, and local districts and principals.

We still do paperwork but much less than last year. That's because we have a new principal. "She understands!"

Paperwork that deals with helping students is very rewarding, but much of the paperwork required by administrators is a complete waste of time. Our school does not require much paperwork, but I must spend 3-4 hours on lesson plans if they are to be acceptable. If I fail to do this thing, I can receive a memo which becomes part of my record.

I have to spend entire weekends (10-12 hours per day) grading papers and recording grades. This is in addition to other paperwork tasks.

My doctor told me that paperwork is affecting my health. I spend four days a week at school until 5:15 p.m. doing paperwork that has little to do with instruction and everything to do with TEA and 94-142 accountability.

I left my counseling position because I was only able to do crisis counseling. I was totally inundated with paperwork. I experienced burnout--so I got out!

Since we haven't been audited [by TEA], we don't know what to expect. So I document essential elements from the curriculum guide, to lesson plans, to mastery sheets, and then I re-teach and re-test. I'm under stress because I'm afraid I might not meet some "standard."

Our faculty has a limited amount of paperwork as compared to the excessive amounts required at other schools. My school is very concerned and tries to simplify the paperwork. Still there is additional paperwork concerned with testing essential elements, re-teaching and re-testing them.

I spend many hours of my time and my family's time [at home] writing lesson plans, grading papers, filling out forms, referrals, self-evaluation, etc. My 13-year-old son recently said, "Mom, you spend so much of your time doing your homework you don't have time to help me with mine anymore." The hard part is that nobody cares

about all this effort. I feel it goes unnoticed and I get classified as simply "satisfactory" [in the TTAS]. That is really discouraging.

I was given 48 hours to complete grade averages and fill out progress reports for 147 students. Of course both days were teaching days. That first night was open house. I was required to attend. That left one night. Additionally, I had to make out a failing list for the counselor's office and individual tutoring forms for each failing student.

My paperwork has not hindered my teaching in any way. So many teachers have no idea of what is in a student's file, but I do.

All the necessary classroom preparation, the extra reports, self-appraisals, and committee reports are driving teachers insane. We are promised less paperwork and every year we get more instead. When will it stop! Nobody reads it anyway, it just gets filed away.

I resent having to compile weekly grades for academically marginal athletes. It takes a lot of extra work to average grades weekly, give make-up tests, and extra credit assignments and then grade them so that border-line and failing athletes can pass and play.

I'm doing more paperwork now than before the paperwork reduction bill. I'm also spending more time filling out forms and tests so I can document the many things that we can be held accountable for.

The morning starts out with attendance forms and lunch forms. Then every class has another attendance form. All must be documented in our grade books. Twice a year, a bilingual attendance report is required. These require excess cost lists to be completed with ID number, birthdate, last test score, and reading level. Any changes must be noted every Friday. We tutor three days a week and must document each student tutored and the subject they are tutored in. We must document essential elements taught in our grade books, lesson plan books, time-line, and unit plan books. Essential element tests [available] are poor, some elements have only two questions. A slip of the pencil, and I must re-teach the essential element.

I am getting out of teaching. I regret this because I do love to teach and think I'm a good

> teacher. But I can't take all this paperwork, lunch duty, hall duty, etc., etc.
>
> The latest is the self-evaluation! IT'S RIDICULOUS! It is a total waste of time and no one will ever read it!
>
> Much of the paperwork must be designed by someone, somewhere, whose only job is to create paperwork.
>
> I often have to neglect my students because of paperwork. One student comes to mind who has difficulty reading, but tries to learn and needs extra help. I just don't have enough time.
>
> I WAS APPOINTED TO A COMMITTEE THAT MET IN ANOTHER CITY AND THE COMMITTEE WORK CREATED A TREMENDOUS STACK OF PAPERWORK. THE COMMITTEE? THE PAPERWORK REDUCTION COMMITTEE.

The above set of teachers' comments is a reasonable representation of the hundreds of pages of written comments received from respondents. Some wrote to say they were not responding to the questionnaire because it was more paperwork. They had a good point!

FINDINGS

Finding #1

Teachers in Texas are presently experiencing a considerable amount of emotional exhaustion (burnout), and their perception of the present paperwork burden placed upon them accounts for a considerable amount of that frustration and burnout.

Finding #2

The degree to which teachers perceive they have or do not have control over their own lives (Locus of Control) plays a major role in their frustration and burnout. The

perception of no control combined with the frustration teachers feel about paperwork accounted for a total of 34% of teacher burnout. These factors can be influenced by both administrative and agency action.

Finding #3

There is some evidence to support the view, expressed in the literature review (see p. 34), that individual principals can be effective in reducing the paperwork load or at least the sense of frustration resulting from it.

Finding #4

The evidence is overwhelming! In spite of the sincere efforts made by the Legislature, the State Board of Education, and the TEA, teachers do not perceive that their paperwork loads have decreased. In fact, many teachers think paperwork has actually increased.

Finding #5

Some teachers indicated they were planning to quit the teaching profession because they could not handle the paperwork problems. Almost certainly this is not due to literal paperwork alone but also to their sense of frustration over the range of non-teaching duties teachers are required to do and which they think of as part of "paperwork" (see p. 11).

Finding #6

Teachers will always have papers to mark, attendance lists to make out, pupil data to record, and grades to average. The burden of these tasks can be significantly reduced, however, by employing aides at a much lower rate of

salary than teachers. Teachers would then be more effective and probably a lot less frustrated and burned out.

Finding #7

The sense of "paperwork frustration" is extremely high among the majority of teachers in Texas. They perceive the Education Reform legislation as responsible for the majority of that paperwork.

Finding #8

As demonstrated, frustration with paperwork contributes to burnout, and burnout leads to departure from the teaching field or to "entrapment" in the profession.

Finding #9

Paperwork does not harm teachers alone. It has an adverse effect on the teaching/learning environment and, in the final analysis, on the entire phenomenon in public education at which the Texas education reform is aimed.

Conclusion

In his recent book, Teacher Burnout in the Public School, Dworkin (1987) reports on findings about teacher "burnout," "quitting behavior," and "entrapment" (END NOTE 3). He reports that teacher burnout is significantly and operationally related to plans to quit. Yet many who are planning to quit teaching apparently do not. This, says Dworkin, is because college teacher preparation programs prepare individuals to do little other than to teach. Unable to leave the teaching field, these burned out individuals are economically forced to stay in teaching,

"entrapped," "burned out," and no longer effective teachers. These "entrapped" teachers, he says, are a much greater problem for public education than those who leave, in spite of the burgeoning teacher shortage. It should be noted that many of Dworkin's findings are based on a sample of Texas teachers.

William Bennett, U.S. Secretary of Education, has suggested that there will be no teacher shortage. Most others knowledgeable about education disagree! Although the entrapped teacher is a greater problem than the quitting teacher according to Dworkin, the fact is that Texas schools must have some teacher in every classroom. Given that the Texas School Facilities Study: 1986-1996 estimated a need for 37,140 additional classrooms which will require new teachers in addition to normal requirements, it seems likely that there will be a teacher shortage in Texas. "Quitting behavior" of teachers will then be a real and persistent problem in Texas for the next decade.

Whether the "quitting behavior" or "entrapment" is the major problem is not even the issue, however. The fact is, a large portion of teacher burnout is due to paperwork and the teachers' view that others, and not themselves, are controlling their professional lives. Both of these things can be influenced by administrative behavior. The present situation is contributing to teacher burnout, and burnout will contribute to both "quitting behavior" and "entrapment." At a time when interest in entering education as a career is at a 20-year low (down from 23.5% to 6.2% of

all college freshmen), Texas can ill afford to have teachers leave the classroom or become "entrapped" (Cooperative Institutional Research Program, 1987).

Recommendations

1. Paperwork can be reduced in the public schools only by reducing, not increasing, bureaucratic regulations.
2. Presently TEA uses both required reports and inspection team visits to school districts to certify compliance with mandates. The on-site inspection teams use and inspect the files of paperwork generated and kept by central offices and campuses as a major part of validating compliance. Required reports might be reduced based on consistent campus compliance when certified by on-site teams. On-site teams might spend more time with qualitative data (i.e., interviewing teachers, students, parents; looking at the teaching; assessing the teaching/learning climate) and less time inspecting records (i.e., essential element documentation, teacher personnel files, students' records).
3. School campuses demonstrating compliance might be given greater latitude to solve problems and meet mandates in unique and creative ways. That might encourage local administrators to permit and encourage teachers to do the same. Such actions could reduce paperwork "proof" required to document teacher proficiency.
4. TEA should consider ways to increase their assistance

to local school districts in helping them to meet the mandates. They should reduce those regulatory behaviors which force compliance and tend to create paperwork.

5. The legislature should consider authorizing a study which would trace the paperwork trail from the individual teacher to TEA files. This independent study should determine the flow of paperwork, its destination, use, and accessability, and the final purpose of the data. The study should be done with the cooperation of TEA and result in specific recommendations for paperwork reduction and agency efficiency.
6. Serious consideration should be given to providing every teacher in the state with at least two hours per day of teacher-aide services. (The cost of this recommendation is calculated at $3.50/hour x 6 hours/day x 180 teaching days x 210,000 educators ÷ 3 = $264,600,000. This cost can be justified by increased teacher productivity, decreased burnout, quitting and "entrapment," and an improved teaching/learning environment.)
7. Mandating and specifying teachers' behavior might be replaced with professional autonomy and professional behavior. The teachers' sense of professional control might increase, paperwork might decrease, burnout might diminish, and both "quitting behavior" and "entrapment" might become a negligible problem in Texas public

schools. More importantly, in such a fashion excellence in public education could be obtained both more effectively and more efficiently.

LITERATURE RELATED TO PAPERWORK AND BURNOUT

LITERATURE RELATED TO PAPERWORK AND BURNOUT

Paperwork is the "lifeblood" of bureaucracy. Charlemagne established free schools and a simplified script writing so that the bureaucracy of his empire could operate. From that day until the present the operation of any complex bureaucracy depends on a flow of information and data within and among the established offices and roles of the bureaucracy. Without paperwork, the work of bureaucracy cannot continue, and the bureaucracy cannot survive. Whether one likes it or not, a tightly organized, relatively centralized, agency-operated system like the state school system of Texas cannot operate without paperwork.

Just as surely as paperwork is the lifeblood of the bureaucracy, it is the nervous system of the role incumbent in any bureaucracy like a hospital or a school system. Likely, the more professionally and less bureaueratically oriented the individual, the more that person is frustrated by paperwork. Thus a dilemma is created: the system cannot operate without paperwork, and the professional seems not to be able to tolerate paperwork.

H.B. 246 and H.B. 72 created new mandates to be enforced by the Texas Education Agency (TEA). TEA created regulations with the agreement of the State Board of Education. This generated a new set of paperwork requirements for local school districts and, inevitably, for teachers. If there are mandates and there is an agency charged with the enforcement of those mandates, paperwork must be generated or on-site inspections conducted, or both.

Much of this paperwork may never see "the light of day." That is to say, that if: (1) the penalties for non-compliance are sufficiently severe, (2) the mission of the organization is complex, (3) the data demand is ambiguous, and (4) the chance of "getting caught" is reasonably probable -- then the following model will estimate the amount of paperwork required at any level. The paperwork required at any level will increase in relationship to the distance between that level and the person who makes the final compliance judgment. (Example: If the final compliance judge uses one page of data to make the decision about compliance then the next level down the bureaucracy may use ten pages to produce that final page, and an individual several echelons below that level may be required to produce 100 pages later to be summarized by those higher levels into the single page report.) A corollary hypothesis is that much or all of the "interim paperwork" remains in bureaucratic files just in case the final decision maker is not convinced of compliance.

Apparently, this or some like phenomenon is what occurred following H.B. 246 and H.B. 72 and the TEA regulations which ensued. The outcry from teachers throughout the state was heard by the legislature (resulting in H.B. 50), by the TEA (resulting in their Paperwork Committee), by the State Board of Education, and by the Senate Education Committee and its chair, Senator Carl Parker. It was Carl Parker, who serves on the Advisory Council of the Center for Policy Studies and Research in

Elementary and Secondary Education at East Texas State University, that suggested the topic resulting in this report. This study investigated the extent to which H.B. 246 and H.B. 72 and their ensuing regulations have generated paperwork for teachers and the effect of that paperwork on those teachers and their ability to function.

Importance of Paperwork in Teacher Frustration

In recent years, the American educational system has experienced a sharp increase in the amount of paperwork (Robinson, 1980). One reason for such an escalation may be the result of school districts' attempts to document their compliance with a growing number of federal, state, and local mandates. Teachers' resentment of paperwork may be due to the fact that some of these reforms and rulings may have been imposed on them with little or no input from teachers, administrators, or school districts (Farber, 1984).

In a 1983 national survey, Bruner and Felder found that secondary teachers listed "burdensome administrative paperwork" as ranking third in a list of 19 context variables contributing to the difficulty of their work settings (p. 70). A 2-year study of teacher stress, conducted by Hawkes and Dedrick (1983), found that teachers put "paperwork" at or near the top of the list when asked to list three things disliked about their jobs. Dedrick, Hawkes, and Smith (1981) surveyed teachers about their perceptions of the occupational stresses. When asked to

list three major frustrations, teachers ranked "paperwork" first, with "reduced paperwork" also in first place on a list of desired changes in the school environment.

Teacher Stress and Burnout

Long thought to be one of the most stressful occupations, teaching has been studied to determine the role of stress in job satisfaction. Numerous researchers have noted the emotional, psychosomatic, and physical effects of stress (Bloch, 1978; French & Caplan, 1973; Muse, 1980; Newell, 1979; Payne & Fletcher, 1983; Selye, 1976; Walker & Guest, 1952; Walsh, 1979).

Maslach (1982) defined burnout as:

> a syndrome of emotional exhaustion, depersonalization, and reduced personal accomplishment that can occur among individuals who do "people work" of some kind. It is a response to the chronic emotional strain of dealing extensively with other human beings, particularly when they are troubled or having problems. (p. 3)

In 1974, Freudenberger viewed the condition of burnout as affecting helping-professions workers in three stages: (1) increasing pressure to be effective in their work, (2) demanding more of themselves in attempts to help others, and finally, (3) burnout as a result of exhausted resources. Over-commitment and dedication were identified as burnout factors in Freudenberger's conceptualization. According to Farber (1984), however, the literature on stress and burnout has consistently failed to separate the two ideas so that both concepts are poorly understood. He further asserted that the seriousness of the teacher burnout problem lies in

the fact that teachers are often "worn out," not "burned out." He says,

> The problem is that teachers are not burned out, they are worn out. Instead of burning out from overwork, they turn off to the job and stop attempting to succeed in situations that appear hopeless . . . . Teachers who burn out have given years of extraordinary service to their students and leave behind a legacy of goodwill, dedication, and learning; teachers who are worn out, on the other hand, resent their choice of careers, work half-heartedly with students with an eye on the clock, and leave behind a legacy of resentment, neglect, and frustration (p. 328).

Relationship of Teacher Stress to Teacher Burnout

Although much of the literature on the problems of teachers uses the terms "burnout" and "stress" interchangeably, Farber (1984) conceptualized burnout as "the final step in a progression of unsuccessful attempts to cope with negative stress conditions" (p. 324). Burnout can thus be seen as the failure to mediate stress (Farber, 1982). Farber (1984) notes what he calls "a perfect recipe for burnout:" teachers with high expectations and few resources to cope with their resulting frustrations (p. 327).

On the other hand, a primary source of satisfaction for teachers is "their sense of helpful intervention in the lives of their students" (Farber, 1984: pp. 327, 330). Kaiser (1981) noted that what is most stressful to a teacher is not teaching itself but anything which gets in the way of teaching. This notion is echoed in the results of surveys which cite non-teaching duties as high on the list of teacher frustrations (Dedrich, Hawkes, & Smith, 1981; Hawkes

& Dedrich, 1983).

Additional Factors Related to Teacher Stress and Burnout

Change

When an individual perceives that behavioral, emotional, or attitudinal adjustments are required, stress is likely to occur. Change causes an imbalance between the individual and the environment so that the individual must adapt in order to re-establish that balance (Blase, 1986). Clearly, one of the direct consequences of H.B. 246 and H.B. 72 has been a significant amount of change for Texas teachers.

Teacher Job Satisfaction

It is important to study teachers' work environments and their perceptions of them because, as Bentzen, Williams, and Heckman (1980) have suggested, the manner in which organizational conditions are perceived by workers may affect the quality of their work performance. Williams and Heckman also emphasized that teacher job satisfaction is correlated with their perceptions of a wide variety of factors related to work experience.

Person/Environment Fit

One method of viewing job satisfaction is through the conceptualization of person/environment fit (Holland, 1973). In this theory, both persons and environments are classified according to six types: (1) realistic, (2) investigative, (3) artistic, (4) social, (5) enterprising, and (6) conventional. According to Holland's theory, congruence results when one's environment allows one to practice one's

own preferred methods of coping with the environment (Holland, 1973, 1978, 1979). Excessive paperwork creates stress which, in turn, lowers, or at least significantly alters, the individual's coping abilities.

Discretion and Autonomy

One line of research suggests that workers with low levels of autonomy have poorer mental health (Walker & Guest, 1952; Morse & Reimer, 1956; Hackman & Lawler, 1971). One of the concerns recently voiced by teachers across the nation is that teachers are being given less and less autonomy. Many Texas teachers have expressed a feeling that House Bills 246 and 72 have adversely affected their autonomy. This issue may be an important part of the current paperwork problem in the Texas schools. It is possible that excessive amounts of paperwork, which are perceived to be irrelevant or peripheral to the function of the teacher, may interfere in meeting the need for autonomy.

Stressfulness/Demandingness of Occupations

The construct of stressfulness is related to the amount of work required in a given space of time, as well as to the standards of quality imposed upon that work (Payne & Fletcher, 1983). Work overload has been cited as an important factor in job stress (Sales, 1969; French & Caplan, 1973), and severe overload leads to exhaustion. A job which allows for a great deal of discretion permits the satisfaction of autonomy needs (Payne & Fletcher, 1983). Thus, even a stressful job may allow an individual to meet his/her needs for autonomy. Moreover, demanding jobs, such

as teaching, tend to require "higher order intellectual and manual skills, creativity, and problem solving" (Payne & Fletcher, 1983, p. 137) but often permit little discretion in client selection, curriculum choice, teaching style, or control of time.

Demands, Supports, and Constraints

Two relatively independent lines of research indicate that stress is related to: (1) high work demands (Walker & Guest, 1952; Morse & Reimer, 1956; Hackman & Lawler, 1971), and (2) low levels of autonomy/discretion (Sales, 1969; French & Caplan, 1973). Accordingly, Payne and Fletcher (1983) conceptualized occupational stress as a function of the balance between demands, supports, and constraints. Related to the notion of control of time, the concept of overdemand (asking for more and more of an individual without additional support) is important in understanding teacher stress (Blase, 1984).

Teacher Personality Characteristics

Parsons (1964) suggested that work orientations result from interaction of personality and organizational factors. Hrebiniak and Alutto (1972) cited two such personality factors, interpersonal trust and authoritarianism, which are related to organizational commitment. Several personality characteristics have been suggested as factors which influence teachers' perceptions of their work stresses (e.g. Locus of Control, Pupil Control Ideology).

Role of Administrators in Teachers' Paperwork Frustration

In his 1984 survey, Farber found that 63.4% of teachers never or rarely received support or encouragement from their principals, that 86.9% found administrators never or rarely helpful in solving teacher problems, and that 60.8% never or rarely experienced a sense of community among faculty or administrators. Hawkes and Dedrick (1983) noted that when teachers were asked about needed changes in their school environments, they overwhelmingly cited a need for improved teacher/administrator relations.

Citing the need for both technical and emotional support, Farber (1984) emphasized teachers' need for expert advice and honest feedback from administrators. According to Pines (1983), absence of technical support is more highly correlated to teacher burnout than to five other types of social support. Farber (1984) noted that isolation and resentment increase when teachers do not receive social support. As a result, stresses are unbuffered and burnout becomes more likely.

There is evidence to suggest that administrators themselves are also burdened by the amount of paperwork they must complete and supervise. In a 1981 survey, Manera and Wright found that 3 out of 12 stressors listed by principals concerned direct or indirect references to paperwork: (1) "Complying with state and federal rules--doing the paperwork ensuring that all standards and procedures are followed by district personnel according to the federal, state, and

organizational policies and rules" (ranked in first place), (2) "Completing reports on time--trying to meet imposed deadlines for all paperwork and reports" (ranked in third place), and (3) "Finding workload too heavy--feeling that there is not enough time in a normal workday to complete the required tasks" (ranked in eighth place) (p. 12). In a similar vein, Gmelch and Swent (1981) reported that secondary school principals listed "Completing reports and paperwork on time" as sixth-ranked on a list of top ten stressors (p. 17).

Bruner and Felder (1983) suggested that the burden of excessive paperwork could be reduced by administrative personnel. Additionally, they emphasized that the efficient functioning of a school will pay off in a higher retention rate of better teachers and in the quality of education which students receive. How the already burdened administrator is to accomplish this was left to the imagination.

Retention of Competent Teachers

Increasingly, highly capable teachers are leaving the teaching profession for higher paying jobs in a variety of other fields. According to Moracco, D'Arienzo, and Danford (1983), stress may be an important issue for teachers leaving the profession. In 1980, a study conducted by the National Education Association found that only 43% of teachers intended to stay in teaching until retirement age. Moreover, 41% of the teachers surveyed stated that if they could make the choice again, they would not choose teaching.

Of the teachers surveyed, 9% stated that they were leaving the classroom as soon as they could. Moracco, D'Arienzo, and Danford (1983) found that teachers who regret their choice of occupation (52% of the sample) answered questions about stress differently than did teachers who would choose teaching again. They also exhibited more absences, reported that the stress they experienced was a greater factor in their absences, and stated that a greater number of days were missed because of stress.

Teachers and Control of Time

Blase (1984) noted the importance of control of time as an overriding theme in the literature on stress and emphasized that time could not be understood apart from other stress factors. He found that stress factors, such as excessive paperwork, were perceived as significantly interfering with teachers' control of their time. Most of these things perceived by teachers as being stressful were non-teaching duties which deprived them of time, interfered with instruction, and were seen as too demanding. Therefore paperwork was an important source of stress because it directly interfered with teaching and preparation time.

Levi (1981) noted that lack of personal control of important factors, such as time, can lead to anxiety, depression, learned helplessness, decreased motivation, and increased passivity. A second reason why the control of time is such an important issue for teachers is that time is a critical coping resource (Blase, 1984). Time may be conceptualized as a buffer which can help teachers to deal

effectively with a variety of stresses, including the stress of excessive paperwork. Thus, those things which limit and deprive teachers of flexible time create stressful situations that might otherwise not be seen as stressful.

Teacher and Student Performance

Until recently, little attention had been given to the effects of prolonged stress on teachers' instructional ability. Blase (1984) coined the term "performance adaptation syndrome" to describe the negative effects of prolonged work stress on the instructional ability of teachers. He found that many experienced teachers cope with excessive paperwork in ways that directly reduce their effectiveness as teachers: assigning of in-class "busywork," assigning of less homework, correcting papers in a more cursory manner, cutting down on the amount and quality of feedback given to students, and reusing old materials and techniques.

A related general coping method that many teachers use to deal with the excessive demands of school and time pressures is to "compartmentalize" their time so that they preserve needed personal time for themselves by limiting work time to certain hours of the day, often work hours (Blase, 1984). In the use of such coping mechanisms, teachers are acknowledging the fact that time is an important coping resource which must be carefully preserved in order to be able to handle adequately the various pressures and stresses which abound in teaching.

Excessive paperwork forces teachers to shift their time and energy away from the performance of their primary role toward extraneous duties which substantially interfere with teaching. Such a shift of time and attention with its resulting negative work perspective has been included in Blase's (1984) previously described concept of the "performance adaptation syndrome." One of the end results is that paperwork simply consumes time and energy which would otherwise be available for educational planning, interaction with students, mental preparation for class, research related to subject matter, collection of materials, and preparing of ideas for presentation to students.

One of the casualties of excessive paperwork is teacher creativity. In order to make the most of their creative abilities, teachers require time to cultivate emotional, social, intellectual, and technical qualities and competencies. As a result of lack of time, teachers are often unable to plan for and introduce innovative ideas, materials, and techniques into their classrooms. When teachers must rely on old materials and techniques, they often have difficulty in motivating themselves and their students (Blase, 1984).

Teacher enthusiasm is also at risk when excessive paperwork prevails. In his 1984 survey, Blase noted that one of the strongest emerging themes was stress-related loss of intellectual curiosity and enthusiasm. As a result, teachers often plan and structure their classes with more emphasis on control and order than on intellectual

stimulation and the excitement of learning. Consequently, both students and teachers experience a classroom environment that is less enthusiastic and learning-oriented than it otherwise might be.

An important but difficult-to-measure result is that the time and resulting stress of excessive paperwork remove teachers socially and emotionally from their students. Stress and lack of time interfere with teachers' ability to relate with care and personal sensitivity to their students. Under stressful conditions, teachers' interactions with their students are altered; teachers become less tolerant, less patient, less caring, and less involved. Moreover, humor, creative involvement, elaboration of subject matter, detailed feedback, and teacher/student interaction decrease (Blase, 1984).

Such a change in classroom environment and dynamics directly and indirectly affects student performance. Blase (1984) suggested a link between teachers' general responses to work stress and their emphasis on lower-order cognitive activities in the classroom. Teachers' negative adaptations to the results of stress contribute to an overemphasis on rote learning and a lack of higher-order cognitive activities such as questioning, analyzing, and synthesizing. The end result of these changes is mediocrity of instructional programs in schools nationwide making satisfactory goal achievement with students difficult or even impossible (Blase, 1984).

Farber (1984) found that teacher burnout had a direct

negative effect on students' classroom performance and speculated that the effects of teacher burnout, lack of enthusiasm, and unchecked frustration might have serious and far-reaching consequences. Additionally, Moracco and McFadden (1982) suggested that inadequate teacher work performance was a behavioral manifestation of teacher stress.

What Education Can Learn from Business and Government

Business leaders viewed excessive and irrelevant paperwork as a major and costly problem (Adcock & Lawton, 1981; Bucholz, 1980) and have attempted to improve the situation by allowing professionals to function at the level of their capabilities instead of being burdened with tasks which could be performed by less highly paid employees.

The business community traditionally takes a cost-oriented approach to the problem of paperwork, considering both direct and indirect costs of paperwork (Buchholz, 1980). Educational decision-makers often expect teachers themselves to absorb many of the costs. Teachers are not paid extra salary or otherwise compensated for the time and effort they expend, beyond the normal teaching day, in completing excessive amounts of paperwork. In an educational setting, loss of productivity and lowered teacher performance are difficult to measure in terms of cost. They are also difficult to link directly to paperwork. Perhaps a contributing factor to teachers' frustrations with paperwork is that teachers perceive many of their clerical duties as

unnecessary, as easily completed by less highly qualified personnel, and as interfering directly and indirectly with their primary responsiblity, teaching.

One failed attempt to control paperwork in the business sector is the "service management" concept recommended by the "Commission of Federal Paperwork" (Buchholz, 1980). The concept called for a shift in perspective in which public officials were to examine critically the consequences of their legislative and administrative decisions by developing a set of analytical tools and techniques. Since there was no incentive to reduce paperwork, the concept was "reduced to a set of meaningless platitudes" (p. 88). The failure of the service management concept was attributed to the structure of bureaucracy itself which rewards expansion of size and scope of departments and governmental agencies.

According to Bennett and Johnson (1979), the bureaucrat receives incentives to expand the agency's budget and number of workers. The bureaucrat then must justify the agency's existence by generating paperwork to support budget and requests for further expansion. According to Buchholz (1980), any move toward control or reduction of paperwork must take into account this bureaucratic tendency. Buchholz suggested that rewards for paperwork reduction be tied directly to elimination of redundant and useless data collection. This is not the same as penalizing "failure to comply" which, as noted above, can produce more paperwork.

In an article entitled "Government Paperwork: Not an Easy Villain After All," Cole and Sommers (1982) suggested

that if governmental requirements are to be fully enforced, then paperwork is likely to increase, not decrease. The choice may be between one enforcement strategy or another. "Consideration of the full costs of requirements, including enforcement costs, may tilt the benefit/cost ratio of a requirement in the direction of not imposing it, or may lead an agency to consider ways to structure the requirement so as to minimize the full costs of compliance" (p. 555). They further suggested several ways to reduce government paperwork in general. First, governmental requirements should be imposed only after full costs and benefits are weighed. After careful analysis of costs and benefits, those requirements should be as simple as possible to reduce the complexity of the reports and records. Second, the same records and reports could be used to demonstrate compliance with a number of different requirements. Third, a shift away from self-certification (through the use of forms and reports) could be instituted. Cole and Sommers (1982) suggested a system of sampling inspections or third-party auditors. They cautioned, however, that each suggestion involved imposition of a variety of alternate costs which must be considered, so that attempted improvements might bring new burdens as heavy as the excessive paperwork problems they try to solve. Both methods seem to be in use currently in the attempt to assure local school district compliance with state reform mandates.

METHODS AND PROCEDURE

METHODS AND PROCEDURE

The following section details methods and procedures of sampling, instrumentation, and data analyses.

The Sample

The study generalizes to the population of educators in the public schools of Texas. For purposes of this study, that population is defined as those educators listed by TEA on their 1984-85 computer tape of educators in the Texas Public Schools. That tape was purchased from TEA. The Computer Center at East Texas State University used this tape to generate a random sample of 3,000 Texas educators and produced mailing labels with their school addresses of record.

An initial letter was sent to each of these 3,000 educators telling them of the study, of their selection as a member of the sample, and of the imminent arrival of the questionnaire by mail. This letter was followed in four days by the initial questionnaire.

Three weeks were allowed for responses. Each response was recorded against the original list of 3,000 names. Those who had not responded were sent a postcard reminding them of the study and requesting they respond or, if need be, call the Center for an additional questionnaire. Again, records of respondents were kept against the list of educators selected in the original sample.

Two weeks later, a random sample of 10% of all those remaining in the original sample list (non-respondents) were

designated as the non-respondent sample. These 230 educators were sent a letter informing them that they were selected as a special and important group of our original sample and as such would be receiving another questionnaire. Four days later, a copy of the original questionnaire was sent for the second time to the 230 educators in this non-respondent sample. Data from this non-respondent sample (supplied by 97 educators) were used to determine whether or not any systematic bias existed in our respondent sample.

Some of the respondents to the original questionnaire took the opportunity to write a scenario about paperwork as it affected them. Of some surprise, 120 educators indicated a desire or willingness to be interviewed. Time and other resources made telephone interviews of this large a group impossible. A second scaled questionnaire was developed asking for more specific information from those educators willing to be interviewed. In addition, 40 of those who agreed to be interviewed were selected at random and contacted by telephone. The interviews lasted from 10 to 20 minutes with the average interview being 15 minutes in length.

November 21, 1986 was the cut-off date for all mail responses in all categories. Telephone interviews were conducted between December 15 and December 30, 1986. Interviewers were trained in a 3-hour session at the Center to conduct "guided, but unstructured" interviews (Lutz and Iannaccone, 1969). Essentially, this means that the goals

of the interview were understood and a set of initial questions suggested. Interviewers were trained to allow the respondents to say what they thought, however, rather than be forced to respond to a structured and required set of planned questions.

Instrumentation

Four instruments: (1) Paperwork Scale, (2) Burnout Scale, (3) Pupil Control Ideology, and (4) Locus of Control were used to collect data for this study. The development of the Paperwork Scale and information about all instruments used in this study are described in detail below.

Paperwork Scale

The development of the Paperwork Scale involved two steps, each of which will be described in some detail; first, item generation, and second, a pilot study to deal with refining the items and identifying the factor structure.

Using the literature on paperwork and teacher burnout, 45 items were created to tap all facets of paperwork. Careful attention was given to see that the statements reflected the public school paperwork concept and that the statements were clear and concise. All items were simple statements and respondents were asked to indicate the extent to which each statement characterized their attitudes toward paperwork along a 5-point Likert Scale as strongly agree, agree, undecided, disagree, or strongly disagree.

Pilot Study. A pilot sample of 60 practicing teachers

attending classes at the College of Education, East Texas State University, Commerce, Texas, was identified for exploration and refinement of the instrument. The sample included a diverse sub-set of Texas public school teachers. Although the minimum allowable ratio of cases to items is still a matter of debate, the number of cases should exceed the number of items; and, in general, the ratio of cases to items should be as large as possible (Rummel, 1970). In the present study, the preliminary instrument had two scales: (1) Paperwork Scale (45 items) and (2) Mandated Test Scale (39 items). Sixty teachers responded to each scale. This meets the criterion for the ratio of cases to items as the scales were run and used as separate instruments.

Factor Analysis. Two criteria were used to reduce the total number of items in both the instruments. First, the criterion of simple structure was employed in all factor analyses; only items which loaded high on one factor and low on all others were retained. Second, items were eliminated if they reduced substantially the internal consistency of the sub-set as measured by Cronabach's Coefficient Alpha.

The data from the sample were subjected to a factor analysis using principal factoring with varimax rotation. Ten factors accounted for over three-fourths of the variance. A set of selection criteria was then applied to the items, yielding a reduction in the number of items from 45 to 22 in the Paperwork Scale. Items were retained that met a factor loading greater than .30 on one, and only one, of the factors.

The factor analysis of 23 items of the Paperwork Scale using principal factioning yielded a 3-factor solution. The final 22 items of the Paperwork Scale consisted of three factors resulting in .84 Cronbach's coefficient alpha reliability. Cronbach's alpha reliability coefficients for the Paperwork sub-scales were the following: .90 for Frustration with Paperwork (Factor I); .66 for Independence from Paperwork (Factor II); and .79 for Coping with Paperwork (Factor III).

Burnout Scale

The Maslach Burnout Scale (1981) contained three sub-scales that assess the different aspects of experienced burnout. It has been found reliable, valid, and easy to administer. The Emotional Exhaustion sub-scale of the Burnout Scale assesses feelings of being emotionally overextended and exhausted by one's work. The Depersonalization sub-scale measures a lack of feeling for and impersonal response toward recipients of one's service, care, treatment, or instruction. The Personal Accomplishment sub-scale assesses feelings of competence and successful achievement in one's work with people. A high degree of burnout is reflected in high scores on the Emotional Exhaustion and Depersonalization sub-scales and in low scores on the Personal Accomplishment sub-scale. In the present study, the Emotional Exhaustion sub-scale and the Personal Accomplishment sub-scales were used, having .90 and .71 reliability coefficients, respectively. The standard

error of measurement for each sub-scale is 3.80 for Emotional Exhaustion; and 3.73 for Personal Accomplishment.

Locus of Control Scale

The scale measures internal-external Locus of Control as described by Rotter (1966). The scale is a 1963 revision of that first developed by James (1957). It contains 60 items, of which 30 are "true" items and 30 are "fillers" (namely the odd numbered items). It should be noted that all of the items in James' scale are worded in the external direction.

The scale employs a Likert-type format. Scores theoretically range from 0 (internal) to 90 (external). This study adopted Factor I of James' scale. Factor I (i.e., the 11 items common to both sex groups) might be viewed as a generalized measure of Locus of Control in that it contained items that reflect the acceptance or rejection of the idea that outcomes are contingent upon: (1) luck (items: 64, 65, 66, 67, 68, and 69), (2) fate (items: 70, 71, and 72), and (3) powerful others (items: 73 and 74). James reports split-half reliabilities ranging from .84 to .96. Retest reliabilities vary from .71 to .86.

Pupil Control Ideology

This study used ten items of the Pupil Control Ideology to examine the effect of humanistic-custodial orientation on the attitude of Texas school teachers toward paperwork and mandated tests. The concept of pupil control was operationalized along the humanistic-custodial continuum,

using the Pupil Control Ideology (PCI) developed by Donald J. Willower, Terry L. Eidell, and Wayne K. Hoy (1967). The final version of the PCI is a 20-item, Likert-type scale with five categories for each item ranging from "strongly agree" to "strongly disagree."

Reliability coefficients of the PCI instrument have been consistently high. A split-half reliability coefficient was calculated by correlating even-item sub-scores with odd-item sub-scores. The resulting Pearson product/moment coefficient was .91; application of the Spearman-Brown formula yielded a current coefficient of .95 (Willower, 1967). A school's pupil-control orientation can be measured by pooling the individual ideologies of its professional staff members; this represents an estimate of the model orientation of the school and provides an index of the degree of custodialism (or humanism) with respect to the pupil-control orientation of the school. The ten items used in this study were recommended by Hoy as producing approximately equal reliability and validity measures.

Statistical Description of the Data

In the initial multivariant analysis, a total of 51 psychological and demographic predictor variables were allowed to enter the regression equation in order of their ability to account for the Emotional Exhaustion factor of the teacher Burnout Scale. Forty-nine variables did not meet the minimal requirement of accounting for at least 5% of the unexplained variance in burnout. Attitudes toward

Paperwork Scale entered first and accounted for 28% of the Emotional Exhaustion factor of the Burnout Scale. The second variable to enter was Locus of Control which accounted for an additional 10% or an accumulated total of 38% of the Emotional Exhaustion factor of the Burnout Scale. At that point, no more operationally significant amount of Emotional Exhaustion could be accounted for by the addition of one or all of the other variables.

Refer to Appendix B for Zero Order Correlation Matrix

TABLE I

SUMMARY TABLE OF EMOTIONAL EXHAUSTION
WITH 51 CRITERION VARIABLES

VARIABLE	MULTIPLE R	R SQUARE	ADJUSTED R Square	F	SIGNIFICANCE
Paperwork Scale	.52	.28	.28	115.71	<.001
Locus of Control	.61	.38	.38	92.51	<.0001

An effort was made to determine the relationships between all of the predictor variables and the Personal Accomplishment factor of the Burnout Scale. None of the variables, except Locus of Control, was significantly related to the Personal Accomplishment factor. That variable accounted for 5% of the variance in the Personal Accomplishment factor of the Burnout Scale.

TABLE II

SUMMARY TABLE OF PERSONAL ACCOMPLISHMENT
WITH 51 CRITERION VARIABLES

VARIABLE	MUTLIPLE R	R SQUARE	ADJUSTED R SQUARE	F	SIGNIFICANCE
Locus of Control	.23	.05	.05	17.78	<.0001

In the second analysis, all of the Paperwork sub-scales (Frustration with Paperwork, Independence from Paperwork, and Coping with Paperwork) were examined to discover how they independently influenced Emotional Exhaustion. Frustration with Paperwork (Factor I of Paperwork Scale) and Coping with Paperwork (Factor III of Paperwork Scale) accounted for a combined 28% of the variance in the Emotional Exhaustion factor of the Burnout Scale. The Independence from Paperwork variable did not enter the regression equation.

TABLE III

ZERO ORDER CORRELATION MATRIX FOR VARIABLES IN TABLE IV

N = 583

	Frus-tration	Inde-pendence	Coping	Emo-tional Exhaus-tion	Personal Accom-plishment
Frustration	1.00	.69	.66	.49	-.04
Independence	.69	1.00	.64	.42	.07
Coping	.66	.64	1.00	.48	.08
Emotional Exhaus-tion	.49	.42	.48	1.00	.23
Personal Accomplishment	-.04	.07	.08	.23	1.00

TABLE IV

SUMMARY TABLE OF EMOTIONAL EXHAUSTION WITH THREE FACTORS OF THE PAPERWORK SCALE

VARIABLE	MULTIPLE R	R SQUARE	ADJUSTED R SQUARE	F	SIGNIFICANCE
Frustration	.49	.24	.24	187.97	<.0001
Coping	.53	.28	.28	115.44	<.0001

In another analysis, the Paperwork sub-scales, Locus of Control, and the Personal Accomplishment variables (Factor II of the Burnout Scale) were involved in the regression equation to test their ability to account for Emotional Exhaustion. The Frustration with Paperwork factor of the Paperwork Scale entered first and accounted for 24% of the Emotional Exhaustion factor of the Burnout Scale. The second variable to enter was Locus of Control which accounted for an additional 9% of Emotional Exhaustion or an accumulated 34% of Emotional Exhaustion. Independence from Paperwork (Factor II of the Paperwork Scale), Coping with Paperwork (Factor III of the Paperwork Scale), and Personal Accomplishment (Factor II of the Burnout Scale) were not found to account for operationally significant amounts of additional variance in Emotional Exhaustion.

TABLE V

ZERO ORDER CORRELATION MATRIX FOR VARIABLES IN TABLE VI

N = 572

	Frus-tration	Inde-pendence	Coping	Locus of Control	Emo-tional Exhaus-tion	Personal Accom-plishment
Frustration	1.00	.69	.66	-.07	.49	-.04
Independence	.69	1.00	.64	-.10	.42	.07
Coping	.66	.64	1.00	-.14	.48	.08
Locus of Control	-.07	-.10	-.14	1.00	-.34	-.17
Emotional Exhaus-tion	.49	.42	.48	-.34	1.00	.23
Personal Accomplishment	-.03	.07	.08	-.17	.23	1.00

TABLE VI

SUMMARY TABLE OF EMOTIONAL EXHAUSTION WITH LOCUS OF CONTROL AND THREE PAPERWORK SUB-SCALES

VARIABLE	MULTIPLE R	R SQUARE	ADJUSTED R SQUARE	F	SIGNIFICANCE
Frustra-tion	.49	.24	.24	184.37	<.0001
Locus of Control	.58	.34	.33	144.27	<.0001

It will be noted that this final analysis is the same as the analysis summarized in Tables III and IV, except Locus of Control is also considered as a potential predictor variable. Thus, in Table VI, after Locus of Control enters accounting for an additional 5% of the variance in Emotional Exhaustion, all of the variance accounted for by Coping (in Table IV) has apparently been removed and Coping no longer enters the equation.

The above analyses were used to develop the explanations regarding the relationships among teacher burnout, required paperwork, and the teachers' sense of control of their professional lives set forth on pp. 5 to 8 above.

END NOTES

[1]Filling out the self-evaluation section of the TTAS came in for especially vigorous criticism both from the respondents to this second questionnaire and from the telephone interviewees.

[2]Some editorial "liberties" were taken with these teacher statements to make them more readable. The clear intent remains as originally stated.

[3]Entrapment may be similar to what Blase (1986) called "performance adaption syndrome" and what we call coping.

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APPENDICES

APPENDIX A

TABLE OF MEANS & STANDARD DEVIATION

	MEAN	STANDARD DEVIATION
GENDER	.22	.42
AGE	41.22	9.51
ASIAN	.01	.06
BLACK	.05	.21
HISPANIC	.08	.27
AMERICAN INDIAN	.01	.08
WHITE	.87	.34
PROTESTANT	.72	.45
CATHOLIC	.19	.39
JEWISH	.01	.06
NO RELIGION	.02	.13
AMOUNT OF RELIGION	2.78	1.33
SINGLE	.01	.06
MARRIED	.98	.14
DIVORCED	.01	.08
YEARS OF MARRIAGE	16.81	10.47
NUMBER OF CHILDREN	1.33	1.12
DEGREE	1.68	.76
REGULAR TEACHER	.74	.44
SPECIAL EDUCATOR	.10	.30
SPECIALIST	.03	.17
ADMINISTRATION	.02	.15
COUNSELOR/PSYCHOLOGIST	.03	.17
PRINCIPAL	.04	.20
VICE PRINCIPAL	.01	.08
DEPARTMENT CHAIR PERSON	.02	.15
NO. OF STUDENTS RESPONSIBLE	225.98	1578.86
YEARS IN CURRENT ASSIGNMENT	6.78	6.01
YEARS IN EDUCATION	13.97	7.49
LOCUS OF CONTROL	40.23	6.30
ATTITUDE TOWARD PAPERWORK	83.90	14.62
EMOTIONAL EXHAUSTION	25.47	7.16
PERSONAL ACCOMPLISHMENT	16.57	3.56
PUPIL CONTROL IDEOLOGY	33.69	5.46
MANDATED TESTS	45.28	6.02
URBAN	.12	.33
CENTRAL	.15	.36
SUBURBAN FAST GROWING	.16	.36
SUBURBAN STABLE	.15	.36
NON-METRO 1000+	.21	.41
NON-METRO TOWN	.09	.28
PANHANDLE	.10	.30
NORTH CENTRAL TEXAS	.22	.41
WEST TEXAS	.06	.25
SOUTH TEXAS	.21	.39
CENTRAL TEXAS	.16	.37
ELEMENTARY/PRIMARY	.37	.48
MIDDLE/JUNIOR HIGH	.25	.43
HIGH SCHOOL	.35	.48
K-12	.04	.19

APPENDIX B

ZERO ORDER CORRELATION MATRIX

	Gender	Age	Asian	Black	Hispanic	American Indian	White	Protestant	Catholic	Jewish	No Religion	Amount of Religion	Single
Gender	1.000	.032	-.030	-.004	.016	.013	-.059	-.010	.036	-.030	-.007	.118	-.030
Age	.032	1.000	-.049	.004	-.081	-.069	.050	.111	-.104	-.043	-.021	-.054	-.025
Asian	-.030	-.049	1.000	-.012	-.016	-.005	-.144	.035	-.027	-.003	-.007	-.033	-.012
Black	-.004	.004	-.012	1.000	-.062	-.017	-.550	.030	-.104	-.012	-.027	-.110	-.012
Hispanic	.076	-.081	-.016	-.062	1.000	-.023	-.732	-.384	.475	-.016	-.037	.084	-.016
American Indian	.053	-.069	-.005	-.017	-.023	1.000	-.264	.050	-.039	-.005	-.007	-.017	-.005
White	-.059	.050	-.144	-.550	-.732	-.264	1.000	.288	-.290	.022	.056	.027	.022
Protestant	-.010	.111	.035	.030	-.384	.050	.258	1.000	-.777	-.051	-.205	.135	.035
Catholic	.036	-.104	-.027	-.104	.475	-.039	-.290	-.777	1.000	-.027	-.061	.141	-.027
Jewish	-.030	-.043	-.003	-.012	-.016	-.005	.022	-.051	-.027	1.000	-.007	-.033	-.003
No Religion	-.007	-.021	-.007	-.027	-.037	-.010	.050	-.205	-.061	-.007	1.000	-.328	-.007
Amount of Religion	.118	-.054	-.033	-.116	.084	-.017	.027	-.135	.141	-.033	-.328	1.000	.009
Single	-.030	-.025	-.003	-.012	-.016	-.005	.022	.035	-.027	-.003	-.007	.009	1.000
Married	.075	-.071	.006	-.083	.040	.011	.013	-.034	.067	.008	.016	.047	-.405
Divorced	-.043	.007	-.005	-.017	-.023	-.006	.021	-.040	-.035	-.005	-.010	-.108	-.005
Years of Marriage	-.043	.759	-.047	-.010	-.060	-.063	.081	.122	-.094	-.047	-.085	-.050	-.085
Number of Children	.037	-.254	-.017	-.010	.065	-.024	-.057	-.055	.008	.135	-.107	-.197	.084
Degree	.334	.301	.028	.073	.014	-.071	-.034	-.005	.018	.025	-.046	.052	-.050
Regular Teacher	-.117	-.127	.024	-.012	-.020	.048	.001	-.028	-.011	-.005	.026	-.033	.024
Special Educator	-.023	.002	-.019	-.020	-.015	-.026	.036	.014	.005	.171	-.042	.015	-.015
Specialist	-.046	.105	-.010	.055	.022	-.014	-.045	.021	-.033	-.010	-.022	-.101	-.010
Administration	.075	.043	-.005	-.033	-.043	-.012	.059	.053	-.073	-.005	-.019	-.024	-.005
Counselor/Psychologist	.000	.129	-.010	-.037	.054	-.014	-.045	-.044	.112	-.010	-.022	-.044	-.010
Principal	.234	.114	-.012	.110	.061	-.017	-.106	-.050	.064	-.012	-.026	.083	-.012
Vice Principal	.149	-.027	-.005	-.017	-.023	-.006	.021	.050	-.035	-.005	-.010	.074	-.005
Department Chair Person	.023	-.019	-.009	-.033	-.043	-.012	.059	-.003	.038	-.009	-.015	.056	-.005
Locus of Control	.044	.149	-.135	-.207	-.026	.023	.142	-.029	.059	-.064	-.011	-.086	.007
Attitude Toward Paperwork	.032	.048	-.119	.007	.104	.061	-.064	-.007	.053	-.019	-.005	.041	-.065
Emotional Exhaustion	-.065	-.057	-.012	.058	.070	.000	-.076	.005	-.014	.022	.058	-.005	-.026
Personal Accomplishment	.064	.006	.023	.009	-.025	-.069	.018	.008	-.074	.007	.102	.154	-.005
Pupil Control Ideology	-.104	-.009	-.028	-.123	-.086	-.061	.154	-.024	.007	-.017	-.061	-.068	-.017
No. of Students Responsible	.046	.016	.003	-.121	-.075	.050	.118	.022	-.052	-.021	.035	-.010	.003
Years in Current Assignment	.012	.116	-.007	-.005	-.014	-.007	.018	.026	-.026	-.008	.006	.044	-.005
Years in Education	.083	.364	.021	.138	-.068	-.050	-.064	.007	-.057	.068	-.004	-.054	-.035
Mandated Tests	.213	.741	-.020	.109	-.092	-.021	.023	.055	-.101	.000	-.010	-.022	-.007
Urban	-.011	.050	-.021	.109	.040	-.030	-.004	-.032	.046	-.021	-.047	.039	-.021
Central	-.114	-.017	-.023	.002	.118	-.033	-.075	-.065	.100	-.023	.015	-.115	-.023
Suburban/Fast Growing	-.041	-.025	.131	-.050	-.058	-.034	.066	-.006	.018	-.024	.006	.071	.131
Suburban/Stable	.054	-.018	-.024	-.091	.014	-.034	.060	-.020	.027	-.024	-.052	.043	-.024
Non-metro/ 1000+	.005	-.002	-.025	.080	-.088	.058	.016	.018	-.045	-.029	.006	-.028	-.029
Non-metro/Town	-.028	-.007	-.017	.044	-.003	-.025	-.013	.028	-.060	-.017	-.035	-.061	-.017
Panhandle	-.023	-.102	-.015	-.071	-.055	.108	.067	.038	-.050	-.015	-.042	.039	-.015
North Central Texas	.127	.000	.108	-.076	-.053	-.042	.116	.118	-.154	-.020	-.007	-.047	.108
West Texas	-.077	.083	-.015	-.056	.072	-.021	-.012	-.072	.106	-.015	-.032	.043	-.015
South Texas	.080	-.026	-.028	-.030	.339	-.040	-.228	-.193	.253	-.028	.001	.064	-.028
Central Texas	-.170	.065	-.025	-.052	-.125	-.035	.145	.078	-.053	-.025	.014	-.105	-.025
Elem/Primary School	-.277	-.012	.075	-.003	-.018	-.060	.005	-.065	.027	-.043	.003	-.010	-.043
Mid/Jr. High School	.029	.003	-.032	-.017	.001	.047	.005	.059	-.088	-.058	-.013	-.105	.098
High School	.208	-.045	-.041	.038	-.006	.026	-.011	.014	.046	-.041	-.035	.050	-.041
K-12 School	.133	.161	-.011	-.043	.066	-.016	-.019	.012	-.011	-.011	.107	.046	-.011

APPENDIX B

ZERO ORDER CORRELATION MATRIX, continued

	Married	Divorced	Marriage	Children	Degree	Regular Teacher	Special Educator	Specialist	Admini-stration	Counselor/ Psychologist	Principal	Vice Principal	Depart-ment Chair Person
Gender	.075	-.043	-.043	.037	.334	-.117	-.023	-.046	.075	.000	.234	.149	.022
Age	-.071	.007	.755	-.254	.301	-.137	.002	.105	.043	.125	.114	-.027	-.019
Asian	.008	-.005	-.047	-.017	.025	.034	-.019	-.010	-.009	-.010	-.012	-.005	-.009
Black	-.083	-.017	-.010	-.010	.073	-.012	-.020	.005	-.033	-.027	.110	-.017	-.032
Hispanic	.040	-.023	-.066	.085	.014	-.020	-.015	.022	-.043	.054	.061	-.023	-.043
American Indian	.011	-.006	-.003	-.024	-.071	.048	-.026	-.014	-.012	-.014	-.017	-.006	-.012
White	.013	.031	.081	-.057	-.034	.001	.026	-.045	.059	-.045	-.106	.031	.059
Protestant	-.034	-.040	.122	-.055	-.005	-.028	.014	.021	.093	-.064	-.050	.050	-.003
Catholic	.067	-.029	-.054	.008	-.018	-.011	.005	-.003	-.073	.113	.064	-.039	.038
Jewish	.008	-.005	-.047	.135	.025	-.055	.171	-.010	-.009	-.010	-.012	-.005	-.009
No Religion	.018	-.010	-.085	-.107	-.046	.076	-.042	-.022	-.019	-.022	-.026	-.010	-.019
Amount of Religion	.047	-.168	-.090	-.197	.052	-.033	.015	-.101	-.024	-.044	.083	.074	.058
Single	-.405	-.065	-.085	.084	-.050	.034	-.019	-.010	-.009	-.010	-.012	-.005	-.009
Married	1.000	-.574	.050	-.041	.093	.076	-.032	-.285	.021	.024	.029	.011	.021
Divorced	-.574	1.000	-.117	.012	-.071	-.044	.108	-.014	-.012	-.014	-.017	-.006	-.012
Years of Marriage	.050	-.117	1.000	-.190	.137	-.064	-.024	.053	.059	.028	.056	-.006	.022
Number of Children	-.041	.032	-.190	1.000	-.055	.050	-.024	.016	.032	-.066	-.043	.119	-.026
Degree	.093	-.071	.137	-.095	1.000	-.373	.115	-.024	.208	.150	.260	.088	.094
Regular Teacher	.076	-.044	-.064	.050	-.373	1.000	-.557	-.289	-.254	-.269	-.350	-.135	-.254
Special Educator	-.032	.108	-.024	-.024	.115	-.557	1.000	-.057	-.050	-.057	-.069	-.026	-.050
Specialist	-.285	-.014	.053	.016	.024	-.289	-.057	1.000	-.026	-.030	-.036	-.014	-.026
Administration	.021	-.012	.059	.032	.208	-.254	-.050	-.026	1.000	-.026	-.031	-.012	-.023
Counselor/Psychologist	.024	-.014	.028	-.066	.150	-.269	-.057	-.030	-.026	1.000	-.036	-.014	-.026
Principal	.029	-.017	.056	-.043	.260	-.350	-.069	-.036	-.031	-.036	1.000	-.017	-.031
Vice Principal	.011	-.006	-.006	.119	.088	-.135	-.026	-.014	-.012	-.014	-.017	1.000	-.012
Department Chair Person	.021	-.012	.022	-.026	.094	-.254	-.050	-.026	-.023	-.026	-.031	-.012	1.000
Locus of Control	.000	.020	.045	-.001	.027	.046	-.091	-.061	.037	.045	.000	-.002	-.046
Attitude Toward Paperwork	.159	-.058	.078	-.008	-.067	.179	-.114	-.014	-.115	-.144	-.117	-.016	.054
Emotional Exhaustion	.177	-.146	.020	.012	.069	.122	-.056	-.061	-.022	-.055	-.015	.006	.023
Personal Accomplishment	.088	-.127	.066	-.041	-.052	.027	-.035	-.022	.006	-.006	-.029	.010	.000
Pupil Control Ideology	-.085	.053	.066	.069	.034	-.065	.012	.011	.136	-.042	-.021	.005	-.026
Mandated Tests	.041	.010	-.002	.043	-.063	.171	-.067	-.030	-.057	-.116	-.138	-.057	.065
No. of Students Responsible	.002	-.007	.124	-.061	.150	-.153	-.028	.000	.427	.045	.040	.032	-.008
Years in Current Assignment	-.010	-.063	.327	-.076	.100	.064	-.018	.020	-.176	-.047	-.042	-.050	.082
Years in Education	-.020	-.026	.555	-.263	.391	-.220	-.010	.101	.088	.157	.207	.027	.016
Urban	-.091	.053	.040	-.051	.096	-.113	.041	.112	.110	.170	-.077	-.030	.010
Central	.058	-.033	.002	-.109	-.047	.000	-.016	-.017	.120	.037	-.041	-.033	-.062
Suburban/Fast Growing	-.004	-.024	-.050	-.020	.047	.016	.005	.031	-.005	-.021	-.045	-.024	.054
Suburban/Stable	-.007	.079	-.034	.025	.052	.026	-.049	-.015	.063	-.015	-.042	.151	.058
Non-metro/ 1000+	.014	-.041	.002	.022	-.038	-.018	.147	-.088	-.077	-.088	.054	-.041	-.024
Non-metro/Town	-.040	-.025	.042	.070	-.062	.105	-.102	.015	-.046	-.055	-.007	-.025	.031
Panhandle	.046	-.026	-.032	-.014	-.082	.124	-.074	.007	.022	-.027	-.065	-.026	-.050
North Central Texas	-.040	.055	-.024	.076	.167	-.057	-.059	.049	-.027	-.044	.046	-.055	-.027
West Texas	-.059	-.021	.088	-.020	-.111	-.022	-.043	.112	-.036	.112	.011	-.021	-.036
South Texas	.011	-.061	-.067	-.014	.025	.022	-.024	-.065	.056	.017	-.040	-.021	-.021
Central Texas	-.003	-.035	.100	-.093	-.055	.041	-.027	-.023	-.007	-.023	-.005	-.035	.052
Elem/Primary School	-.040	.023	-.036	-.127	-.102	.042	.017	-.065	-.024	-.030	-.043	-.060	-.114
Mid/Jr. High School	.026	-.046	-.046	.037	-.053	-.011	.007	-.010	-.087	.034	.026	-.040	-.037
High School	.052	-.026	-.041	.105	.066	.075	-.060	-.124	-.019	-.004	.043	.111	.118
K-12 School	-.094	-.016	.120	-.045	.240	-.260	.045	.105	.207	.065	.042	-.016	.082

APPENDIX B

ZERO ORDER CORRELATION MATRIX, continued

	Locus of Control	Attitude Toward Paper-work	Emotional Exhaustion	Personal Accomplish-ment	Pupil Control Ideology	Man-dated Tests	No. of Students Responsible	Years in Current Assignment	Years in Education	Urban	Central	Suburban/ Fast Growing	Suburban/ Stable
Gender	.044	.032	-.045	.084	-.164	.046	.012	.063	.213	-.011	-.114	-.041	.054
Age	.149	.048	-.027	.006	-.069	.016	.116	.384	.341	.056	-.017	-.025	-.018
Asian	-.135	-.115	-.012	.023	-.038	.063	-.007	.021	-.030	-.021	-.022	.131	-.024
Black	-.207	-.067	.058	.009	-.123	-.121	-.065	-.138	.105	.105	-.002	-.050	-.091
Hispanic	-.026	.104	.070	-.025	-.086	-.075	-.014	-.008	-.092	.040	.116	-.058	.014
American Indian	.023	.061	.000	-.069	-.061	.050	-.007	-.050	-.031	-.026	-.023	-.034	-.034
White	.142	-.064	-.076	.018	.154	.118	.018	-.064	.043	-.064	-.075	.066	.060
Protestant	-.029	-.067	.065	.008	-.024	.022	.038	.107	.095	-.032	-.065	-.008	-.020
Catholic	.055	.053	-.014	-.074	.007	-.052	-.028	-.057	-.101	.046	.100	.018	.027
Jewish	-.064	-.019	.052	.007	-.017	-.031	-.008	-.008	.000	-.021	-.023	-.024	-.024
No Religion	-.011	-.009	.058	.102	-.081	.079	-.006	-.064	-.016	-.047	.015	.066	-.052
Amount of Religion	-.086	.041	-.065	.154	-.068	-.010	.044	-.054	-.022	.026	-.115	.071	.042
Single	.007	-.065	-.028	-.009	-.017	-.003	-.005	-.035	-.007	-.021	-.023	.131	-.024
Married	.000	.159	.177	.088	-.085	.041	.002	-.010	-.020	-.051	.058	-.004	-.007
Divorced	.030	-.058	-.148	-.137	.053	.010	-.007	-.003	-.026	.053	-.023	-.024	.075
Years of Marriage	.085	.078	.020	.066	.066	-.002	.124	.327	.255	.040	.002	-.050	-.034
Number of Children	-.001	-.068	.012	-.041	.069	.043	-.001	-.076	-.263	-.051	-.105	-.020	.025
Degree	.027	-.017	.009	-.052	.034	-.003	.150	.100	.191	.056	-.047	.047	.052
Regular Teacher	.046	.179	.122	.027	-.005	.171	-.153	.064	-.220	-.113	.000	.016	.026
Special Educator	-.091	-.114	-.056	-.035	.012	-.067	-.028	-.018	-.010	.041	-.018	.005	-.045
Specialist	-.001	-.014	-.041	-.022	.011	-.030	.000	.020	.101	.112	-.017	.031	-.019
Administration	.037	-.135	-.032	.006	.136	-.057	.427	-.076	.088	.010	.146	-.005	-.063
Counselor/Psychologist	.059	-.144	-.058	-.006	-.042	-.116	.025	-.047	.157	.170	.037	-.021	-.015
Principal	.000	-.017	-.015	-.029	-.031	-.135	.040	-.042	.267	-.077	-.041	-.045	-.042
Vice Principal	-.002	-.016	.006	.010	.005	-.057	.032	-.050	.027	-.030	-.034	.034	.191
Department Chair Person	-.048	.014	.023	.000	-.026	.005	-.008	.012	.016	.010	-.003	.054	.056
Locus of Control	1.000	-.121	-.382	-.226	.322	.012	-.009	-.037	.061	-.029	-.015	-.065	.081
Attitude Toward Paperwork	-.121	1.000	.311	.057	-.026	.060	-.023	.158	.063	-.006	.044	.091	-.051
Emotional Exhaustion	-.382	.311	1.000	.275	-.188	-.017	.045	.143	.054	.002	.003	.058	-.044
Personal Accomplishment	-.226	.057	.275	1.000	-.193	-.068	-.007	.036	.032	.051	-.001	.046	-.062
Pupil Control Ideology	.322	-.026	-.188	-.193	1.000	.056	.026	-.007	-.042	-.005	-.011	.002	.049
Mandated Tests	.012	.060	-.017	-.008	.056	1.000	-.043	.027	-.016	-.026	.005	.070	-.107
No. of Students Responsible	-.009	-.023	.045	-.007	.026	-.043	1.000	-.020	.132	-.017	.125	-.004	-.026
Years in Current Assignment	-.037	.158	.143	.036	-.007	.027	-.020	1.000	.484	.034	-.005	-.115	.043
Years in Education	.061	.063	.054	.032	-.042	-.016	.132	.484	1.000	.155	-.040	-.012	-.049
Urban	-.029	-.006	.002	.051	-.005	-.026	-.017	.034	.155	1.000	-.154	-.160	-.156
Central	-.019	.044	.003	-.001	-.011	.008	.129	-.005	-.040	-.154	1.000	-.178	-.174
Suburban/Fast Growing	-.065	.091	.058	.046	.002	.070	-.004	-.115	-.012	-.160	-.178	1.000	-.180
Suburban/Stable	.081	-.051	-.044	-.062	.049	-.107	-.026	.043	-.049	-.156	-.174	-.180	1.000
Non-metro/ 1000+	-.012	.053	-.014	-.026	.099	.067	-.035	.058	.016	-.150	-.233	-.220	-.214
Non-metro/Town	-.020	-.082	-.057	.079	-.083	-.025	-.023	.043	-.009	-.114	-.127	-.132	-.129
Panhandle	.027	-.032	-.033	-.068	.009	.061	.154	-.038	-.164	-.123	.104	-.142	-.139
North Central Texas	.073	-.068	-.093	.025	.004	.018	-.037	.045	.042	-.218	.093	-.212	-.221
West Texas	.043	.018	-.021	.039	-.037	-.038	-.012	.070	.034	.343	.003	-.112	-.109
South Texas	-.082	.043	.184	.005	.038	-.091	-.027	-.051	.066	.138	-.003	.055	-.051
Central Texas	.022	-.033	-.043	.002	.046	.130	-.027	.017	.009	-.161	.261	-.163	-.109
Elem/Primary School	-.063	-.027	.009	-.060	.147	-.181	-.067	-.126	-.081	.045	.024	-.014	.017
Mid/Jr. High School	-.025	-.014	.065	.085	-.056	.049	-.024	.023	.012	.060	-.005	-.003	-.076
High School	.060	.077	-.035	.013	-.044	.139	-.045	.131	.021	-.064	.003	.021	.052
K-12 School	.126	-.061	-.112	-.060	-.015	-.073	.327	-.036	.142	-.074	-.036	.006	-.037

APPENDIX B

ZERO ORDER CORRELATION MATRIX, continued

	Non-Metro/ 1000+	Non-Metro/ Town	Pan-handle	North Central Texas	West Texas	South Texas	Central Texas	Elem/ Primary School	Mid/Jr. High School	High School	K-12 School
Gender	.085	-.028	-.023	.127	-.077	.080	-.170	-.237	.045	.208	.133
Age	-.002	-.047	-.102	.000	.083	-.030	.065	-.012	.023	-.045	.101
Asian	-.029	-.017	-.019	.108	-.015	-.028	-.025	.035	-.034	.041	-.011
Black	.080	.044	-.071	-.076	-.056	-.030	-.092	-.003	-.017	.026	-.042
Hispanic	-.088	-.063	-.055	-.093	.072	.339	-.125	-.018	.001	-.006	.008
American Indian	.056	-.025	.102	-.042	-.021	-.040	-.035	.000	.047	.022	-.010
White	.016	-.013	.007	.110	-.012	-.220	.145	.005	.009	-.011	-.019
Protestant	.018	.030	.038	.118	-.072	-.193	.035	.005	.019	.014	.032
Catholic	-.045	-.060	-.050	-.154	.108	.253	-.053	.027	-.008	.046	-.031
Jewish	-.029	-.017	-.019	-.030	-.015	-.028	-.025	-.043	.006	-.041	-.031
No Religion	-.065	-.029	-.042	-.067	-.033	.061	.014	.003	-.023	.029	.107
Amount of Religion	-.028	-.001	.039	-.047	.043	.064	-.165	-.010	.105	.050	.046
Single	-.029	-.017	-.015	.108	-.015	-.028	-.025	-.043	.008	-.041	-.031
Married	.014	-.040	.046	-.040	-.059	.011	-.003	-.040	.020	.052	-.054
Divorced	-.041	-.025	-.022	.059	-.021	.061	-.035	.023	-.006	.026	-.016
Years of Marriage	.002	.042	-.032	-.024	.008	-.067	.100	.036	-.006	-.041	.120
Number of Children	.022	.070	-.014	.076	-.020	-.014	-.053	-.187	.037	.105	-.049
Degree	-.038	-.062	.082	.167	-.111	.028	-.059	-.102	-.053	.066	.240
Regular Teacher	-.018	.105	.124	-.057	-.023	.022	.021	.042	-.011	.075	-.262
Special Educator	.147	-.102	-.074	.059	-.043	.024	-.027	.017	.007	-.020	.049
Specialist	-.088	.015	.007	.049	.112	-.065	-.023	.005	-.010	-.124	.168
Administration	-.077	-.046	.022	-.047	-.039	-.021	.007	-.024	.007	-.019	.307
Counselor/Psychologist	-.088	-.053	-.057	-.044	.112	.059	-.023	-.050	.034	-.004	.068
Principal	.052	-.007	-.065	.046	.011	.017	-.003	.043	.025	-.023	.042
Vice Principal	-.041	-.025	-.022	.059	-.021	-.040	-.035	.006	-.006	.111	-.016
Department Chair Person	-.024	.021	-.050	-.027	-.039	-.021	.012	-.114	-.037	.118	.082
Locus of Control	-.012	-.020	.027	.073	.043	-.022	.022	-.023	-.025	.060	.126
Attitude Toward Paperwork	.053	-.062	-.032	-.068	.018	.063	-.033	-.037	-.014	.077	-.061
Emotional Exhaustion	-.014	-.057	-.073	-.043	-.031	.164	-.043	.005	-.013	-.033	.065
Personal Accomplishment	-.026	.079	-.068	.025	-.035	.005	.062	-.000	.005	-.013	-.000
Pupil Control Ideology	.099	-.063	.009	.004	-.037	.038	.046	.147	-.050	-.044	-.018
Mandated Tests	.087	-.025	.061	.015	-.048	-.091	.120	-.151	.045	.135	-.073
No. of Students Responsible	-.035	-.043	.114	-.037	.012	-.047	-.027	-.007	-.024	-.045	.337
Years in Current Assignment	.098	.043	-.038	.049	-.070	-.051	.017	-.126	.022	.121	-.036
Years in Education	.016	-.009	.164	.049	.034	.006	.009	-.041	.012	.041	.142
Urban	-.190	-.114	-.123	.042	.143	.135	-.161	.045	.006	-.084	.074
Central	-.212	-.127	.104	-.218	.003	-.062	.361	.024	-.009	.003	-.036
Suburban/Fast Growing	-.220	-.132	-.142	.093	-.112	.095	-.143	-.014	.001	.041	.066
Suburban/Stable	-.214	-.129	-.139	.321	-.109	-.051	-.139	.017	-.016	.022	-.037
Non-metro/ 1000+	1.000	-.197	.042	-.078	.037	.023	.057	-.035	.016	.006	-.046
Non-metro/Town	-.157	1.000	.165	-.058	.013	-.095	.106	-.019	.006	-.055	.057
Panhandle	.042	.165	1.000	-.176	-.086	-.184	-.144	-.036	.007	.079	-.110
North Central Texas	-.078	-.058	-.174	1.000	-.137	-.461	-.229	.051	-.038	.025	-.064
West Texas	-.037	.013	-.086	-.137	1.000	-.129	-.114	.047	-.025	.003	-.052
South Texas	.023	-.095	-.184	-.261	-.129	1.000	-.216	.026	-.020	-.022	-.057
Central Texas	.057	.106	-.144	-.229	-.114	-.216	1.000	-.035	.016	.006	-.046
Elem/Primary School	-.035	-.019	-.036	-.041	.047	.026	-.035	1.000	-.434	-.547	-.185
Mid/Jr. High School	.016	.006	-.007	.038	-.025	.030	.072	-.434	1.000	-.416	-.185
High School	.006	-.055	.079	.025	.003	-.022	-.077	-.547	-.416	1.000	-.104
K-12 School	-.020	.057	-.010	-.024	-.052	-.057	.004	-.185	-.185	-.104	1.000

APPENDIX C

FACTOR ANALYSIS AND RELIABILITY COEFFICIENTS

PAPERWORK SCALE

FACTOR I:Frustration with Paperwork

		Factor I	Factor II	Factor III
1.	Paperwork is not a problem for me.	-.66	-.17	.02
2.	Paperwork does not interfere with my personal and family time.	-.66	-.21	.05
3.	Paperwork unrelated to teaching causes me stress.	.53	.31	.14
4.	I am overloaded with paperwork.	.66	.35	-.15
5.	I could be a more effective teacher if I did not have so much paperwork.	.75	.18	.15
6.	Paperwork interferes with my family, social, or community life.	.53	.07	-.23
7.	Excessive paperwork could become the "straw that broke the camel's back."	.73	.45	-.06
8.	Excessive paperwork will result in teacher burnout.	.66	.20	.14
9.	Excessive paperwork interferes with my continuing education as a teacher.	.42	.18	-.01
10.	Much paperwork is designed by people who do not understand teaching.	.52	.17	-.16
11.	Paperwork is not one of my three major job complaints.	-.56	-.01	-.03
12.	Paperwork is wearing me out.	.81	-.09	-.09
	FACTOR II: Independence From Paperwork			
13.	Paperwork does not make me feel less professional.	.08	-.69	.01
14.	I do not resent paperwork.	.18	-.73	.01
15.	Paperwork is lessening my commitment to teaching.	-.31	.79	.02

FACTOR III: Coping with Paperwork

		Factor I	Factor II	Factor III
16.	Excessive paperwork makes me less creative.	.29	.07	.55
17.	Excessive paperwork interferes with personal caring for students.	.29	-.01	.50
18.	Because of paperwork, I am a less motivated teacher.	.41	-.31	-.57
19.	Paperwork does not interfere with my motivation of students.	-.28	.24	-.57
20.	Much teacher paperwork is repetitious.	.27	.17	.43
21.	Sometimes I have to choose between working long hours at home or taking "short cuts" in teaching.	.18	.17	.56
22.	Because of excessive paperwork, I use old materials and techniques.	.14	-.01	.53

Reliability

	Paperwork Scale	Factor I: Frustration with Paperwork	Factor II: Independence from Paperwork	Factor III: Coping with Paperwork
Cronbach's alpha	.84	.91	.66	.79
Standardized Item Alpha	.85	.91	.53	.79
Spearman Brown Split-Half	.84	.84	.88	.68
Guttman Scale	.83	.83	.54	.58

Reliability*

	Paperwork Scale	Frustration with Paperwork	Independence from Paperwork	Coping with Paperwork
Cronbach's alpha	.93	.91	.65	.82
Guttman Scale	.87	.85	.58	.70
Spearman. Brown Split-Half	.87	.86	.62	.76

* Reliability for Paperwork: Texas Teachers' View study

APPENDIX D

PAPERWORK AND MANDATED TESTS SECOND QUESTIONNAIRE

Please read every item and scale your answer by circling the appropriate scale.

	Strongly Agree	Agree	Unde-cided	Dis-Agree	Strongly Disagree
1. Paperwork has been greatly reduced when I compare this year with last year.	SA	A	U	DA	SD
2. Recording attendance takes too much of my time.	SA	A	U	DA	SD
3. Lesson plans, as required, take too much of my time.	SA	A	U	DA	SD
4. Gathering information for student records could be handled as effectively by office personnel.	SA	A	U	DA	SD
5. Documentation of essential elements is too time-consuming.	SA	A	U	DA	SD
6. Discipline documentation, by the teacher, has a positive effect upon student performance.	SA	A	U	DA	SD
7. I feel the teacher self-appraisal is not worthwhile.	SA	A	U	DA	SD
8. Paperwork is causing me to spend less time in class with my students.	SA	A	U	DA	SD
9. I have enough time during my conference period to take care of my paperwork.	SA	A	U	DA	SD
10. I am frustrated by having to do paperwork at home after school.	SA	A	U	DA	SD
11. Time used preparing lesson plans has improved my teaching.	SA	A	U	DA	SD
12. Too much detail is required in lesson plans.	SA	A	U	DA	SD
13. It is useful to record student achievement of essential elements.	SA	A	U	DA	SD

14. Frequent pupil progress reporting is beneficial to teachers.	SA	A	U	DA	SD
15. Requiring pupil progress reports more frequently than every six weeks is (or would be) an unnecessary burden on teachers.	SA	A	U	DA	SD
16. Teacher self-appraisal, as required in the present system, helps me to be a better teacher.	SA	A	U	DA	SD
17. Requiring weekly reports on student athletes is reasonable and helpful.	SA	A	U	DA	SD
18. "Alternative school" creates a lot of clerical work for teachers that could be done by others.	SA	A	U	DA	SD
19. The "concept" of paperwork includes all the mandated duties not directly related to the teaching of students.	SA	A	U	DA	SD
20. House Bills 246 and 72 have adversely affected teacher autonomy.	SA	A	U	DA	SD
21. I think the real reason for requiring TEAMS is to evaluate teachers and schools.	SA	A	U	DA	SD
22. It is grossly unfair to compare classes and schools across the state by using TEAMS scores.	SA	A	U	DA	SD
23. Without TEAMS, or something like it, there is no way to know what is happening in Texas schools.	SA	A	U	DA	SD
24. The present use of TEAMS scores, as I perceive them, is invalid and not in the best interest of better teaching.	SA	A	U	DA	SD
25. Estimate the number of hours required after school weekly to successfully complete paperwork.	0-3	4-6	7-9	10-12	more

APPENDIX E

FREQUENCIES FOR PAPERWORK AND MANDATED TESTS SECOND QUESTIONNAIRE

Statements	Agree or Strongly Agree		Undecided		Disagree or Strongly Disagree	
	N	%	N	%	N	%
1	3	4.9	2	3.3	56	91.8
2	12	21.1	6	10.5	39	68.4
3	35	57.4	4	6.6	22	36.1
4	50	83.3	6	10.0	4	6.7
5	51	83.6	4	6.6	6	9.8
6	23	37.7	15	24.6	23	37.7
7	48	78.7	4	6.6	9	14.8
8	37	61.7	2	3.3	21	35.0
9	5	8.3	1	1.7	54	90.0
10	47	78.3	1	1.7	12	20.0
11	17	27.9	10	16.4	34	55.7
12	44	72.1	1	1.6	16	26.2
13	15	24.6	11	18.0	35	57.4
14	18	29.5	10	16.4	33	54.1
15	44	72.1	4	6.6	13	21.3
16	9	14.8	3	4.9	49	80.3
17	17	28.3	9	15.0	34	56.7
18	37	63.8	10	17.2	11	19.0
19	51	83.6	2	3.3	8	13.1
20	55	90.2	-	-	6	9.8
21	39	63.9	9	14.8	13	21.3
22	45	73.8	8	13.1	8	13.1
23	19	31.1	8	13.1	34	55.7
24	33	54.1	14	23.0	14	23.0

25	0-3 hrs	4-6 hrs	7-9 hrs	10-12 hrs	13+ hrs
% Reporting	15.3% n=9	13.6% n=8	25.4% n=15	13.6% n=8	32.2% n=19

APPENDIX F

SAMPLE OF LISTING OF REPORTING REQUIREMENTS

A. Extracts from Texas Education Agency

Reporting requirements for teachers did increase significantly as a result of the passage of H.B.246 (later Chapter 75) and H.B. 72.

Major reporting requirements to H.B. 246 revolved around the "documentation of mastery" of the essential elements. These requirements were exacerbated by the State Board of Education rules which transposed the H.B. 72 requirement of a grade of 70 as the minimum passing grade into mastery of 70% of the essential elements for that course in order to pass that course.*

A second area relating to H.B. 246 was the area of requiring excessive documentation that essential elements were being taught. Some school districts, on the advice of some agency personnel, were requiring teachers to specify essential elements in curriculum guides, lesson plans, and grade books. Re-copying lesson plans in several places was essentially time consuming.*

House Bill 72 required several additional kinds of record keeping. These included the recording of unexcused absences class by class, failing notices at the end of the first three weeks of each 6-week grading period, and the turning in of the grades of all students in extracurricular activities for eligibility purposes. Many of these activities had been required in many schools before the passage of H.B. 72 but with the passage of H.B. 72, these activities became mandatory. H.B. 72 also required that teachers and administrators keep track of absences of extracurricular activities and not to allow more than ten per year for any student.

Schools were required to offer tutoring programs for students who were failing. Attendance accounting requires records. Record keeping associated with TEAMS testing and the annual performance report also required additional time. Preparation of the self-study in preparation for appraisal studies required even more time.

In addition to the actual requirements, an attitude of "more is better" also developed. In their efforts to assume compliance with state requirements, some districts added additional steps, and some teachers, to assure they were doing all they should, inflicted additional requirements on themselves.
[Letter from James V. Clark, assistant to the Commissioner, Texas Education Agency, February 17, 1987.]

B. Taken from H.B. 72

1. Chapter 75 Curriculum Revisions (p. 132)
2. Mastery of Chapter 75 Essential Elements (p. 141)
3. Gifted and Talented Program (p. 147)
4. Remedial and Compensatory Instruction (p. 167)
5. Tutorial Programs (p. 173)
6. Support for Students Enrolled in the Texas Schools for the Blind and Deaf (p. 191)
7. Reponsibilities for Students in State Schools for the Mentally Retarded (p. 195)
8. Absences/tardies (p. 197)
9. Compulsory Attendance (p. 198)
10. Advanced Placement Examinations (p. 200)
11. Assessment of Basic Skills and Compensatory Education (p. 206)
12. Discipline Management (p. 218)
13. Extracurricular Activities (p. 235)
14. Appraisal of Certified Personnel (p. 283)
15. Advanced Academic Training (p. 288)

C. Suggested by Local Superintendents

1. Attendance Account for Special Education and Vocational Education Students
2. Documentation of Mastery of Essential Elements
3. Student Tutoring - Letters to Parents, Attendance, Skills to be Addressed
4. Absences/tardies - Classes Missed for Extra-curricular Activities - Letters to Parents
5. Discipline Management - Documentation, In-service Documentation
6. Dyslexia In-service Documentation
7. Monitor Time Spent Practicing Extracurricular Actitivies
8. Documentation of Advanced Academic Training
9. Appraisal Documentation, Self-appraisals, Growth Plans, Documentation on Walk-thrus
10. Documentation of Administration and Board Member Training
11. Annual Principal Report
12. Curriculum Guide Revisions
13. Documentation of School Day
14. New Transcripts and Report Cards
15. 3-Week Grade Reports
16. No Pass/No Play Monitoring
17. New Policies

NOTE: These lists are not identical since paperwork varies not only from ISD to ISD but from campus to campus within any ISD.

*H.B. 50 and more recent TEA regulations have made significant reductions in this paperwork load possible.